DOCUMENT RESUME

ED 180 675 RC 011 492

AUTHOR Bland, Laurel I.
TITLE Alaska Native Population and Manpower: 1978. A Research Brief.
INSTITUTION Human Environmental Resources Services, Inc., Kennewick, Wash.
PUB DATE Nov 78
NOTE 54p.: Some pages may not reproduce due to small print ; Prepared with the assistance of the Alaskan Pipeline Company, Salt Lake City, UT

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS *Alaska Natives: Culture Conflict: Demography: Economic Development: Employment Opportunities: *Employment Patterns: Employment Trends: Federal Legislation: *Human Resources: *Labor Force: Manpower Development: *Manpower Utilization: Occupational Mobility: *Population Growth: Population Trends: Residential Patterns: Rural Development: Socioeconomic Influences: Statistical Data: Working Women
IDENTIFIERS *Alaska

ABSTRACT

The research brief and the 1978 study on which it is based provide a means for establishing the size and utilization of the Alaska Native Work Force, as well as estimates of the number of Native workers available regularly or periodically to the Statewide Work Force. Because official data sources conflict, means developed between highest and lowest population estimates yield a statistical foundation for Native/non-Native population-work force comparisons for 1973 and 1980. Sources indicate that the Alaska Native population will increase substantially throughout the next decade due to a sustained high birth rate. The Native population, estimated to be 74,873 by 1980, will maintain a young median age. The Native Work Force will be 28.5% of the Native population, substantially larger than in 1970. It will continue to grow at an annual rate of 1.5%, partially due to significantly larger numbers of women. Although legislation has increased demands for Native labor, only 20% to 22% of the Native Work Force will be available to the Statewide Work Force, the rest being essential to household and village maintenance and survival. This study verifies conclusions of a similar 1975 study, except that predicted general population growth did not materialize. (SB)

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Alaska Native Population and Manpower: 1978

(A RESEARCH BRIEF)

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ALASKA NATIVE POPULATION AND MANPOWER : 1978

A

RESEARCH BRIEF

by

Laurel L. Bland, Ph. D.

HUMAN ENVIRONMENTAL RESOURCE SERVICES, INC.

Anchorage, Alaska Kennewick, Washington

NOVEMBER 1978

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RESEARCH BRIEF

ALASKA NATIVE POPULATION AND MANPOWER : 1978
PERSPECTIVES ON NATIVE MANPOWER UTILIZATION

BACKGROUND

Through private sponsorship, Human Environmental Resource Services, Inc. (HERS, Inc.) compiled a report of research conducted independently by the company's Research Director, Laurel L. Bland, Ph. D. The document, Alaska Native Population and Manpower : 1975, has been made available in limited issues to interested readers since 1975. Again through private sponsorship early in 1978, Dr. Bland completed an investigation intended to update the 1975 report published in a similarly limited edition under the title Alaska Native Population and Manpower : Perspectives on Native Manpower Utilization - 1978. The 1978 report draws upon the 1975 study and provides:

a. an abstract and additional extrapolation of previous data reported insofar as deemed reasonable and/or appropriate;

b. an extension for the parameters of investigation to include estimated forecasts of Alaska/Alaska Native population/manpower/work force to 1980 through data and information supplied by official and authoritative data sources; and

c. an expanded informative text directed toward more current and complete consideration for the impact on the Native population resulting from a rapidly changed political and economic status due to the Alaska Native Claims Settlement Act and other legislation affecting Alaska Native interests and welfare together with concurrent related and unrelated accelerated statewide economic development.

Categorically, the reported investigation is termed applied

research due to its focus upon pragmatic concerns situationally confronting those with pertinent administrative tasks and business management interests. Results of the studies are expressed in terms intended to assist responsible agents for Native organizations, government, and private industry to systematically develop policy, solve problems, and design programs responsive to needs and realities associated with implementing desired progressive development for Alaska's human resources and/or to maintain efforts to maximize utilization of Native human resources and manpower through a comprehensive, reasonable, appropriate, and productive approach to education, training, and employment.

Strategy applied in the investigation includes a direct on-site survey of responsible agents and directors of appropriate Federal, State, and Native agencies, institutions, and organizations in order to collect the most current published and unpublished data and information available as of May 1978. Field survey technique included requesting information regarding any projected special reports to be made available to the public during 1978 that might bear directly upon the concerns of this study. None were identified to suggest any new baseline population or work force data would be produced affording information to affect substantive change in the then available resources. Suggestion was present, however, that expanded information dealing with official application of recorded data might be published late in 1978 after the study was completed. Data in the HERS, Inc. 1978 study were, therefore, reported in a manner to facilitate comparison or inclusion of subsequent State or BIA generated data that might become available after June, 1978.

Standard established research practice and methodology were imposed on the 1975 investigation and are continued in a consistent uniform application for the 1978 study. After completion of the 1978 research task, expanded data and additional data pertinent to the updated study were made available by the Alaska Department of Labor (ADOL) in a special report titled Alaska's Economic Outlook to 1985 : Including Capital Move and Gas Pipeline Scenarios. Prior to this release, due to a lack of similarly comprehensive data resource, strong reliance for general Alaska population/work force data was placed on publications and documents available from the Alaska Department of Commerce and Economic Development (ADOC). While the ADOL publication named above serves to strengthen the basic results of the 1978 HERS, Inc. study, the information arrived too late to be incorporated in tables and charts developed as illustrations for the updated report. The ADOL data, however, are included in the text of the 1978 report, and they are incorporated in the tables appearing here.

Authorities generally agree that the 1970 Census data for Alaska Native population age characteristics may be regarded as a valid basis for extrapolating to 1980 age/sex proportions for the Native population. Evidence is indisputable that the actual numbers reported for Alaska Native enumeration in the 1970 Census are seriously underestimated. Census data are, therefore, used primarily to verify Native age-group estimates as proportions of Native population derived and reported by various official sources. Reliable numerical estimates for living Alaska Natives residing in Alaska as of 1978 are deemed to be those based on data as

reported by the Bureau of Indian Affairs, Juneau Area Office (BIA) and the Alaska Area Native Health Service Office of Systems Development (AANHS). These estimates, when stated by age-group, are proportionately compatible with the extrapolated percents of Native population by age for those individuals aged one through 100+ years as reported in the 1970 Census. The actual figures reported, however, result in a larger Native population than recorded during the Census but are in keeping with Alaska Native Enrollment record totals and other empirical evidence. In 1975 AANHS adopted a statistical correction factor recognizing the 1970 Census underenumeration of the Native population. This results in a sudden apparent numerical increase in Native population between 1975 and 1976 as reported by AANHS and the 1978 HERS, Inc. study. The HERS, Inc. study reports data by source as well as in terms of means derived from data sources of equal official recognition dealing with the same population. The unusual numerical increase in Native population appearing here between the years 1975 and 1976 is not to be regarded as a singularly high number of births (or in-migration), but rather the result of a statistical correction within source data intended to reflect more accurately the reality of Alaska Native population estimates for the balance of the 1970-1980 decade.

The most current published State of Alaska baseline statistical model estimates for the Alaska general or civilian population/work force/employment in 1978, and forecast through 1980, now afford figures that do not include predictive factors incorporating anticipated significant non-Native population and work force expansion due to employment demand generated through one-time heavy construction projects like building a trans-Alaska gasline and/or the capital move from Juneau in the southeast region to a more centralized location.

Present estimates indicate that in 1978 nearly half (42%) of the Alaska Native population is under age 16, with just over half (51%) being aged 18 through 64. There is nothing in the available data to suggest that these proportions will change significantly in the forthcoming years. All known Alaska Native population characteristics considered--particularly the existing pervasive rural Village style of life and present strong emphasis being placed by Native leadership on education and/or training for youth and young adults--indications are that the Native population as presently described and understood cannot extend more than 25% to 30% of the total individuals for annual inclusion in the state labor force on a regular basis. Of these, a substantial but unknown portion will be available for employment only at certain times of the year, willing to be employed at places distant from usual area of residence, and/or will be among those unemployed and seeking work or interested in changing a present career or job. All of these circumstances bear directly upon current patterns of Native manpower utilization, work force participation rate, and the growing situation-specific competitive employer/training program demand for Native workers generated by equal opportunity laws and regulations and Alaska employer affirmative action plans.

The participation of Alaska Native workers in the trans-Alaska oil line construction project of 1974-77 is significant in that nearly 6,000 individual Native workers or trainees were employed on the project during the three-year period. Of greater significance is that in 1975 and 1976, approximately 10% of the total reported Alaska Native work force was employed on the construction project during some quarterly reporting periods. Of interest is that State work force reports since the early 1970's that include workers who come seasonally to Alaska for construction employment comprise approximately 10% of the Alaska

work force when employment is reported categorically by industry. These baseline estimates demonstrate a substantial sustained annual increase in civilian non-Native population and work force throughout the coming decade regardless of gasline construction or capital move. Thus, a statistical foundation based on extant conditions rather than predicted major events subject to delay or long-term postponement is available upon which to construct with confidence some useful Native/non-Native population/work force comparisons for 1978 through 1980. Since the size of the Native population/work force is not directly determined by Alaska economic development to the same extent the non-Native population is so affected, the baseline proportions Native : non-Native can be extended to apply to various situations affecting size of the civilian Alaska population and work force.

All recognized standard data sources indicate the Alaska Native population will continue to increase substantially due to natural causes throughout the next decade. This population is expected to continue to maintain a young median age with a large proportion of children, youth, and young adults, but with a growing proportion of mature adults and elderly persons. All available evidence continues to support the generally held belief that a gradual dimunition of the Native portion of the total Alaska civilian population is inevitable and can be expected to materialize some time during the 1980's. As economic development accelerates the demand for a larger Alaska work force and thereby supports a larger number of non-Native households, the rate of changing Native:non-Native population ratio can be expected to be correspondingly reduced in keeping with the natural biological constraints imposed on Native population growth versus overall State population expansion.

The following information with explanatory maps and tables is

intended to provide information that may be useful in practical application for situations where these data are useful as specific factors; or when the data can be applied to develop comparative ratios or percentages provided other data being used is statistically compatible.

Reports published by ADOL and ADOC in 1978 provide population and work force data based on the 1978 status-quo while showing one or more alternates having a major impact on the state's forthcoming population and labor force growth or work force demand. The State baseline statistical estimates applied here do not include the anticipated significant non-Native population and work force growth associated with major economic development projects scheduled or forecast into the late 1980's. All State economic forecasts point to a substantial annual numerical increase in civilian non-Native population and work force throughout the coming decade at the 1978 baseline status quo regardless of significant growth under the various development options. Predicted Alaska Native population growth, however, rests on expectation of a sustained high birth rate characteristic for a youthful, modernizing, and economically emerging population. Thus, the Alaska Native working population can be expected to show its growth primarily at the new entrant worker levels; while the general Alaska work force will automatically absorb new entries through matriculation of the permanent population youth into the work force, and expand as the growing Alaska work force demands necessitate in-migration of new Alaska residents and seasonal and/or major industrial project employees substantially in excess of non-Native worker out-migration.

In an effort to depict the most accurate annual average numerical profile possible for pertinent characteristics of the Alaska population and work force for purposeful comparisons with

the component member Alaska Native population and work force, the full range of current official estimates needs to be recognized and assessed. Two sources for Alaska population data are, in part, unrealistic in 1978. These are direct extrapolations based solely on 1970 Census data for Alaska--most particularly data that deal with the Alaska Native and military population components as retrieved from the Man-in-the-Arctic Program statistical model and appear in some State and University publications, and/or untreated data taken directly from computer printouts for the Alaska Native Enrollment. Both of these data resources are developed for application in situations substantially different from the considerations under discussion here. These data are duly reported in the 1978 HERS, Inc. report and may be reviewed should the need arise.

The Alaska population and work force are historically and presently subject to regular and exceptional seasonal change in total number and in places of concentration. The Alaska Native population and Native work force share this demographic characteristic to a substantial extent. This consideration compounds the usual research considerations and qualifications affecting development of realistic estimates associated with Alaska human resource development and resident manpower utilization. For the forseeable future, however, rural Alaska communities--particularly typical rural Alaska Native Villages--are thoroughly and reliably documented as requiring (and, therefore, retaining) a considerable portion of over age 16 years local manpower to maintain human and community survival. The number, age and sex of individuals needed to supply maintenance and survival manpower may vary seasonally and from year to year, but it is always substantial. In this circumstance Alaska rural communities

and Alaska Native villages demonstrate a strong parallel to the turn-of-the-century towns of most of the western United States that supported farm, ranch, mining, fishing, trapping, and logging households whether they were located in the towns or scattered and isolated in quasi-selfsufficient homesteads and/or work-camp communities.

Information in the form of data appearing in these pages generally presents estimates based on means derived from sources as cited for similar data that is recommended for use as baseline data for problem solving and deriving population/work force proportions from 1978 through 1980. The data are reported through appropriate sources within the Alaska Department of Commerce and Economic Development (reference #1), Alaska Department of Labor (reference #2), Bureau of Indian Affairs - Juneau Area Office (reference #3), Alaska Area Native Health Service (reference #4), and the entire volume, Alaska Native Population and Manpower : 1978 (reference #5). In keeping with standard practice in applying statistically derived estimates, a plus/minus factor of 5 percent range is required when utilizing the numerical estimates. When an estimate is to be derived for application under economic development options other than 1978 status quo, or other data sources than reported herein are used in conjunction with data appearing here, it is recommended that a 10 percent plus/minus qualifying factor be applied as is normally dictated in application for similar reports of research.

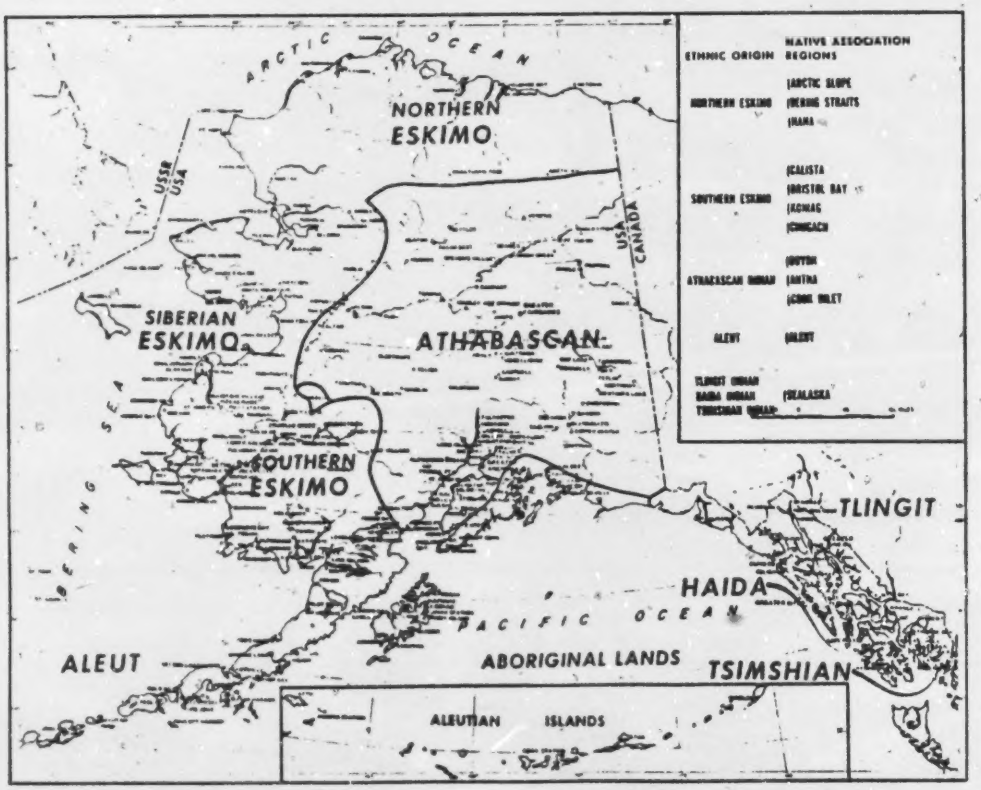
It is believed that a realistic range for possible extremes in estimated Alaska population and work force characteristics under 1978 status-quo baseline circumstances can be stated with confidence using a 5 percent margin, but the more cautious and conservative approach of 10 percent range is strongly recommended if estimates are to be applied

as annual averages. The BIA and AANHS source data afford acceptable estimates for the interim Native population statistics between the every-ten-year U.S. Census Reports, with ADOL and ADOC serving the same purpose for the general Alaska population. It is, therefore, reasonable to assume that proportional factors and numerical estimates based upon mean outcomes for combining the federally reported Alaska Native data, and a similar procedure for the State reported general population/work force/employment data (in ways where these data are deemed compatible) can be regarded as statistically valid and reliable; and the results of analysis and interpretation of comparisons can be stated with acceptable confidence. The approach described above provides flexibility of range within tolerance limits of 5 and 10 percent depending upon how data are to be applied. It is believed that the proportions of Native/non-Native population/work force data presented herein may be thus confidently applied in keeping with predicted situational alternates related to Alaska civilian population and work force growth due to Alaska domestic economic development as reported or forecast by ADOL and ADOC (see ref. #1 and #2) until such time as the 1980 U.S. Census or other equally authoritative data indicate otherwise.

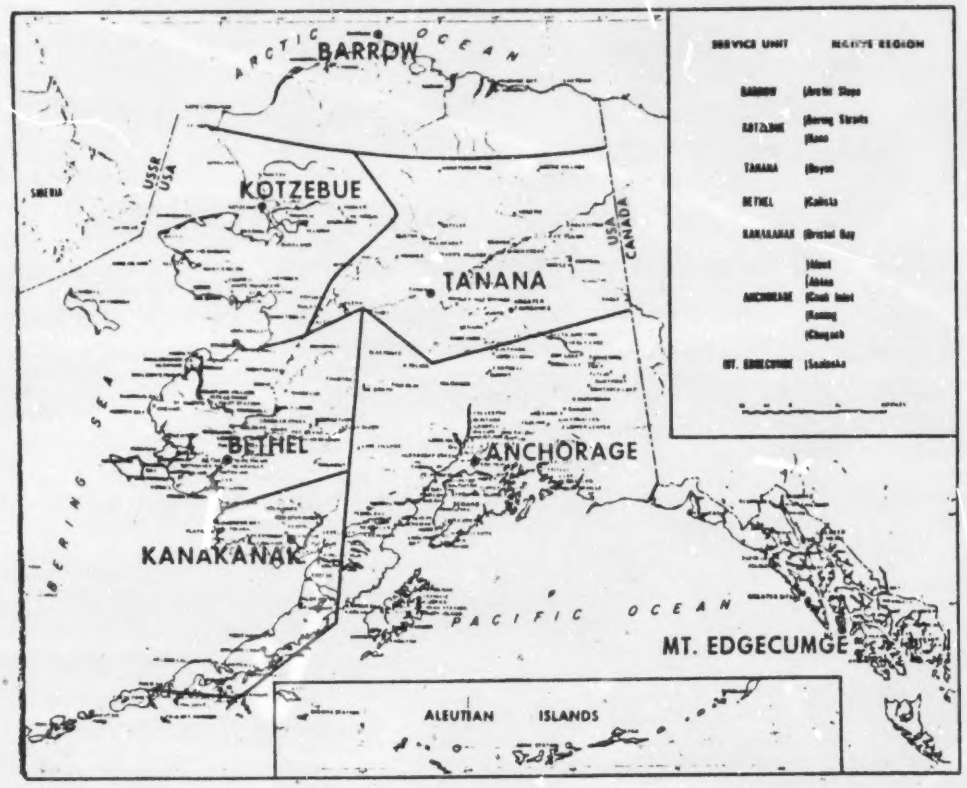
DISCUSSION

A group of maps will serve to illustrate how the geography of Alaska is divided for administrative or political convenience by agencies whose data appear in these pages. The State of Alaska is presently engaged in a cooperative effort with the U. S. Bureau of the Census to conform census enumeration districts to the federally recognized boundaries for the twelve intrastate Native Regions. In anticipation of this change, and due to the nature of the subject being discussed, information is here presented insofar as possible in terms of estimates by Native Region and/or for the entire state subdivided by logical natural geopolitical areas.

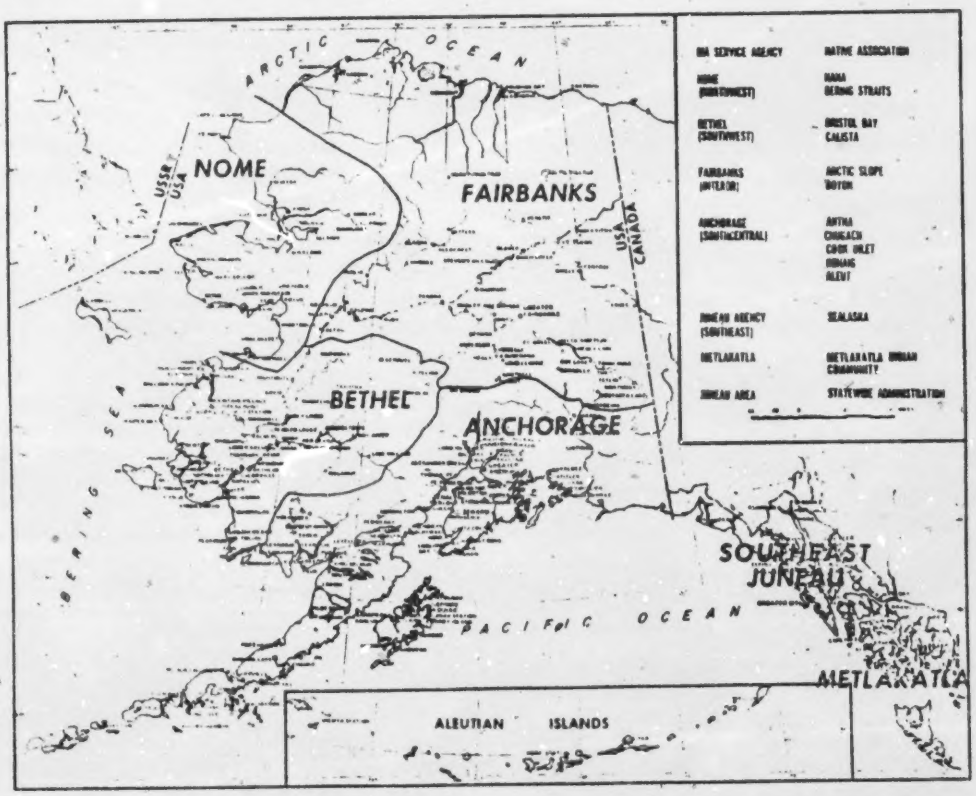
ALASKA NATIVE
CULTURAL-LINGUISTIC AREAS



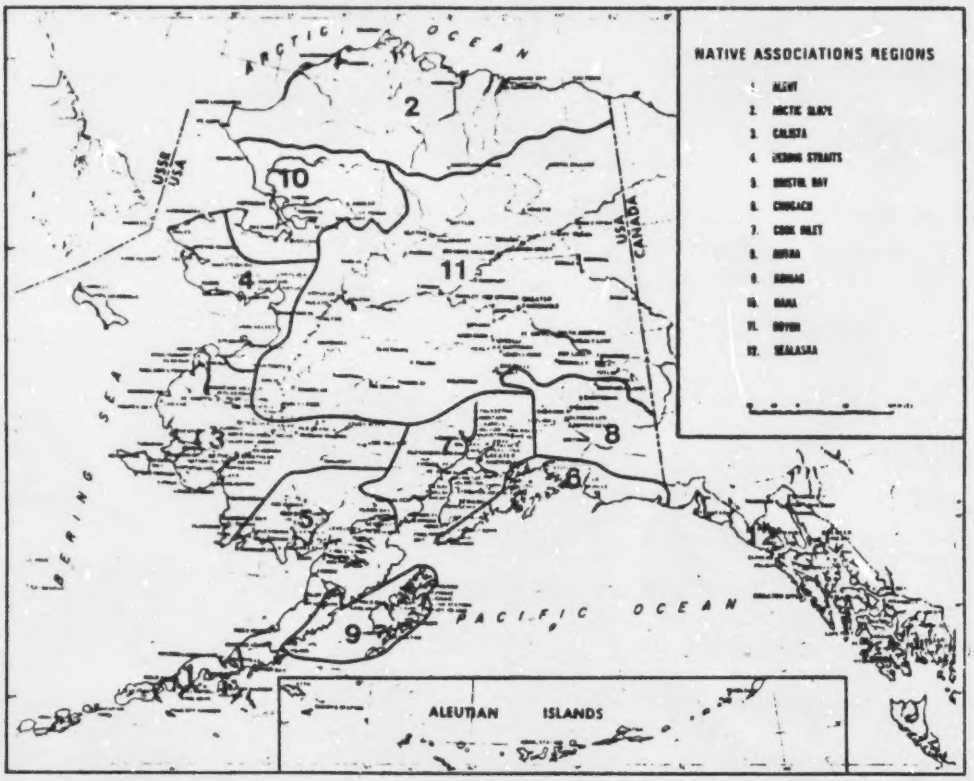
AANHS SERVICE UNIT AREAS



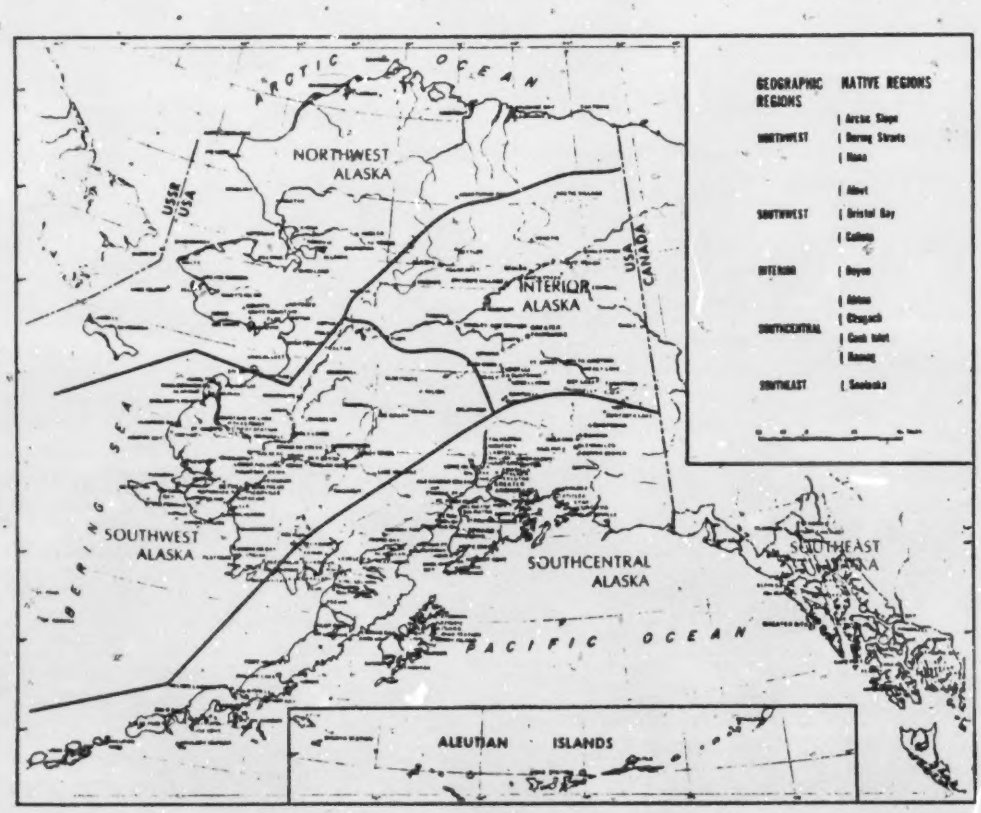
BIA AGENCY AREAS



NATIVE ASSOCIATION REGIONS

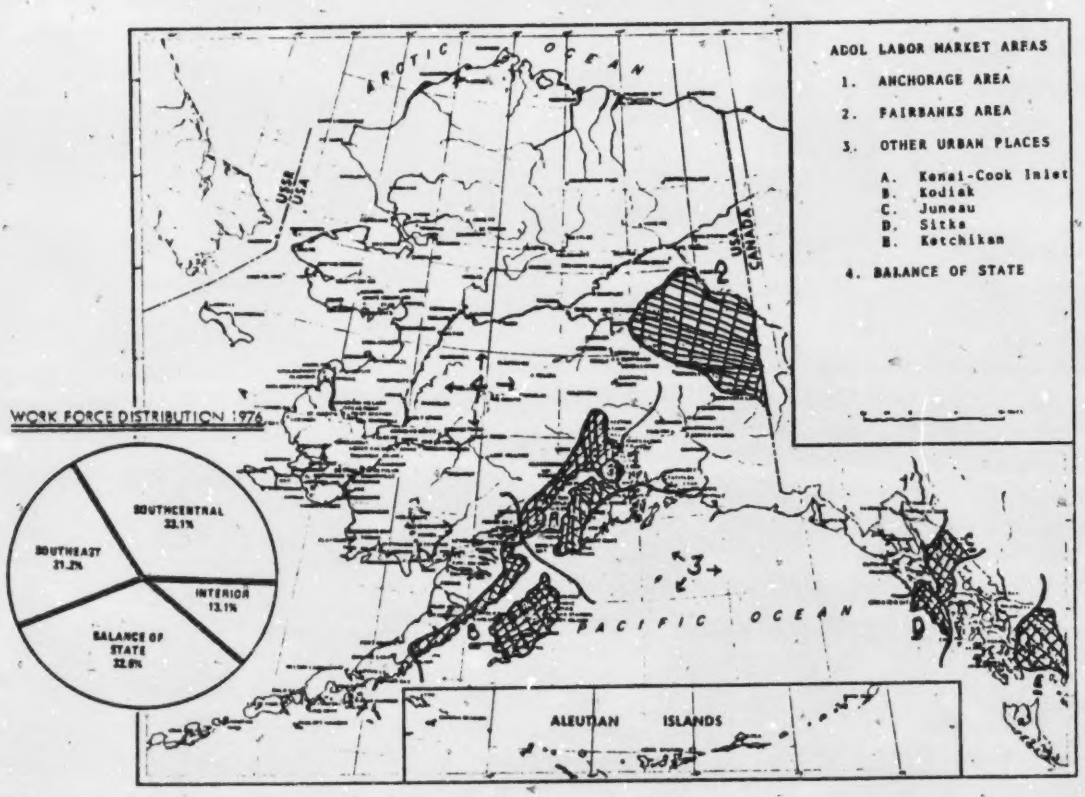


GEOGRAPHIC REGIONS



Information generated by ADOL for affirmative action employers regarding minorities and women in the Alaska work force by late 1978 is dated 1976. The ADOL information draws upon the 1970 Census proportions in order to estimate the numbers in 1976. Table A illustrates the State's administrative method of estimating women and minorities in the work force by Labor Market Areas. These areas have as focal points the largest urban communities in the state where full job service resources are available except for the Balance of State where ADOL service resources are limited and/or confined to the larger centrally located rural communities. Table A essentially shows only Alaska Natives and women--the "Other Minorities" category used in ADOL worker estimates being recognized as being virtually exclusively Alaska Native. Table A shows the ADOL estimates

LABOR MARKET AREAS



in columns one and two, with BIA estimates of Native workers conformed as closely as possible to the labor market areas described by the State.

TABLE A

ALASKA MINORITY WORKERS/NATIVE WORKERS
LABOR MARKET AND BIA REPORT AREAS
ESTIMATES 1976[a]

	Other Minority Worker Estimate[b]		BIA Native Worker Estimate	
	No.	%	No.	%
SOUTHCENTRAL (Anchorage, Kenai, Cook Inlet BIA serviced area)	3897	21.4	5453	29.9
INTERIOR (Fairbanks BIA serviced area)	1110	6.1	2164	11.9
SOUTHEAST (Juneau, Ketchikan, Sitka BIA serviced area)	2374	13.0	3503	19.2
BALANCE OF STATE (Northwest, Southwest, and Kodiak BIA serviced area)	10837	59.5	5394	29.6
TOTAL	18218	100.0	16514	90.6

a. As of September 1978, the most recent estimates for minority workers by State labor Market Area distribution are dated 1976 and are based on 1970 Census distribution. "Other Minority" is defined as predominantly Alaska Natives with limited numbers of AsianPacific or races other than Blacks or Whites. Alaska Natives are not reported separately by the cited source.

b. Figures cited from the BIA may not be fully compatible with estimates from the State due to 1970 Census based proportions. Other known factors strongly indicate Alaska Native workers are more likely to reflect 95-98% of "Other" race resident work force minority workers than the 90.6% shown above.

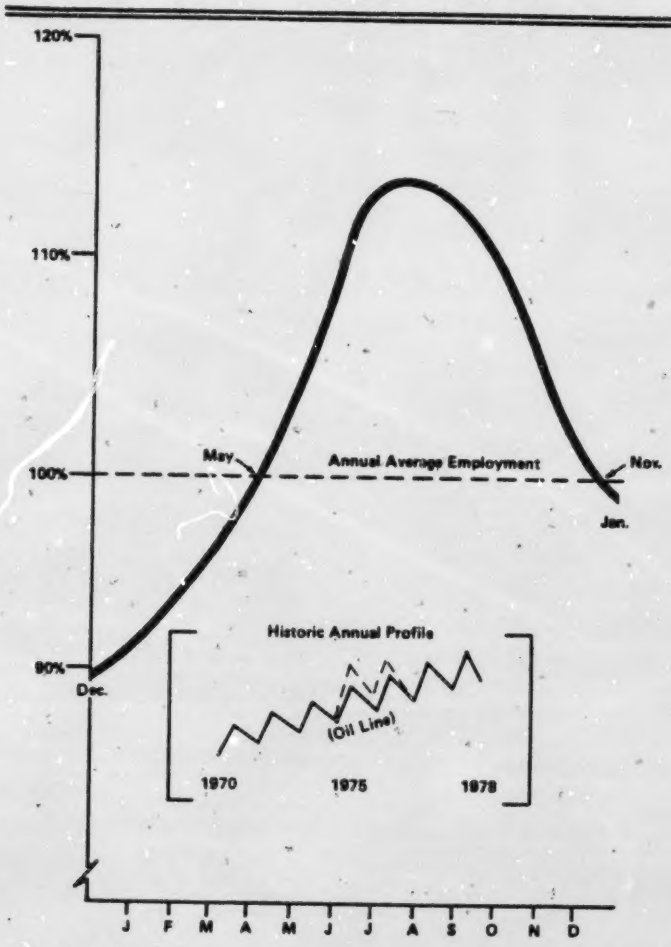
Compiled by: Human Environmental Resource Services, Inc.

Source: ADOL

Charts 1 and 2 illustrate the contemporary historical pattern of employment in Alaska in toto and by dominant industries.

CHART 1

CHARACTERISTIC SEASONAL PROFILE OF ALASKA EMPLOYMENT
SHOWING EXPANDED ANNUAL TOTAL INCLINE
1970 - 1980[a]



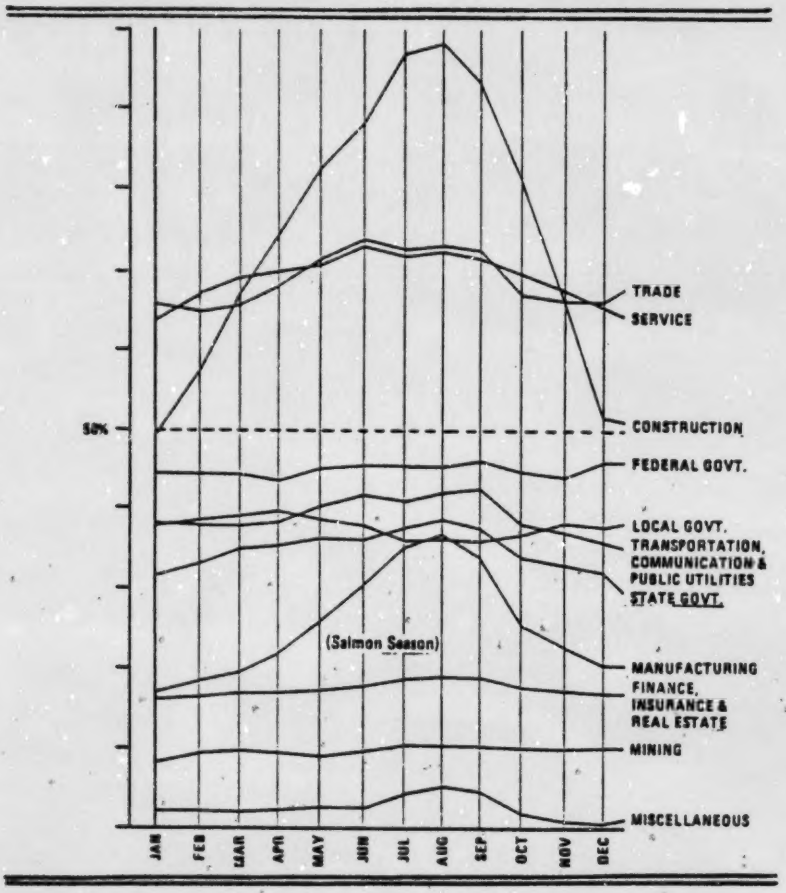
a) Based on pre-oil pipeline/post-pipeline/pre-gas line normal demand.

Compiled by: Human Environmental Resource Services, Inc.

Source: Alaska Department of Labor (after Alaska Business Trends 1978: Economic Forecast), Alaska Pacific Bank, pp. 31 and 32.

CHART 2

ANNUAL CYCLE OF ALASKA INDUSTRIAL EMPLOYMENT
1978 - 1980



Compiled by: Human Enviromental Resource Services, Inc.

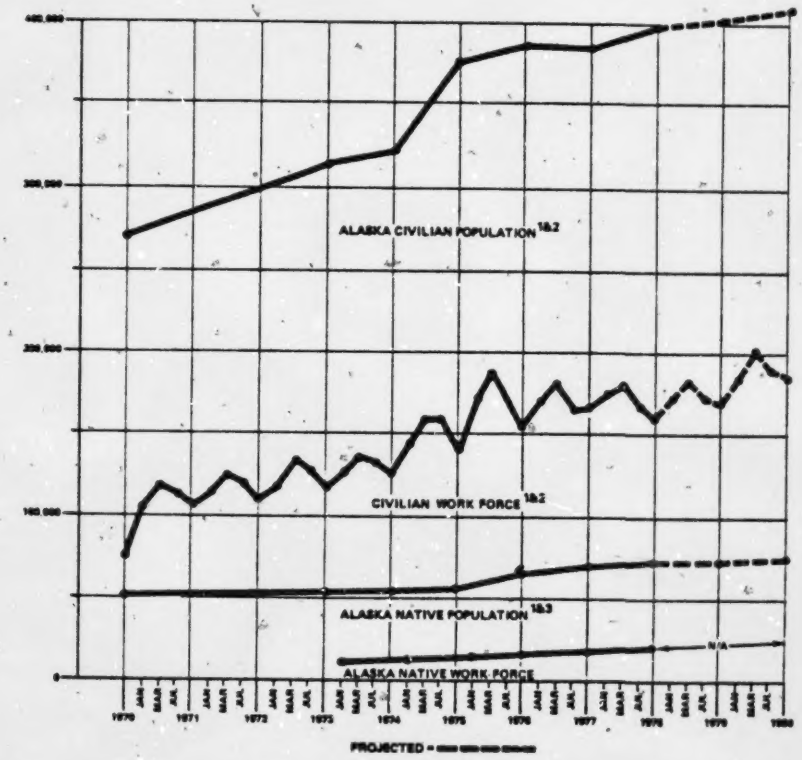
Source: Alaska State Manpower Review, March 1977 (after pp. 19-20).

It is noteworthy that an annual average employment for the Alaska work force occurs between May and November; that labor force demand by employers exceeds the local labor force supply in some form during the least harsh seasonal months of the year; and that the Alaska work force and the labor force demand increase annually. It is also noteworthy that construction of

the oil line temporarily altered the high and low number of employed workers in Alaska; but it did not alter the regular pattern of annual growth. Particularly significant in assessing patterns of work force demand in Alaska is that construction hire peaks dramatically during the warm season, but it also continues to show annual growth in regular demand for workers.

CHART 3

ALASKA CIVILIAN POPULATION/CIVILIAN WORK FORCE
ALASKA NATIVE POPULATION/ALASKA NATIVE WORK FORCE
ESTIMATE AND PROJECTION
RATIO COMPARISON 1970 -1980



(N/A: "Not Available")

Compiled by: Human Environmental Resource Services, Inc.

Sources:
1. July 1970 - July 1978 data: Alaska Native Population and Manpower: 1975, p. 119.
2. July 1978 - 1980 Projections, AIERS Quarterly Report, pp. 13-15.
3. Tables 13 and 15.

Chart 3 provides illustration for the difference in growth rates between the Alaska population/work force and the Native population/work force. Recognizing that the sharp incline between 1975 and 1976 in the Native population is due to introduction of a data source statistical correction factor, it is readily apparent that the general population and work force respond to socio-economic factors demanding workers and sustaining employment; while the Native population and work force grow at a rate corresponding with natural increase and maturation of youth into adult ranks.

TABLE B

ALASKA POPULATION[a]/WORK FORCE
STATE DATA SOURCES
ESTIMATES 1978-1980[b]

	1978	1979	1980
Total Population (AIERS)	409400	420600	434500
(ADOL)	410400	420900	434500
MEAN	409900	420750	434500
Civilian Population (AIERS)	388400	399600	413500
(ADOL)	385400	395900	409500
MEAN	386900	397750	411500
Civilian Work Force (AIERS)	172600	187400	203700
(ADOL)[c]	N/A	N/A	N/A
Employment (AIERS)	156900	169400	184400
(ADOL)	165400	173000	182500
MEAN	161150	171200	183450

a. Military population of 21,000 applied to AIERS data, 25,000 ADOL data - in accordance with data source given estimates.
b. ± 5% to be applied to derived Means.
c. N/A since comparable statistics are not available from sources.

Compiled by: Human Environmental Resource Services, Inc.

Source: AIERS, see Reference #1, pp. 15 & 16, ADOL, see Reference #2, pp. 26 & 36, and Reference #6, p 206/H-3.

Table B serves to communicate the source and method used to determine the estimates used for the general Alaska population and work force. Tables C and D serve similarly for the Alaska Native population/work force/working age characteristics presently available. Charts 4 and 5 illustrate the distribution of Native population and work force by major geographic regions of the state.

TABLE C

NATIVE POPULATION/WORK FORCE
SELECTED CHARACTERISTICS[a]
FEDERAL DATA SOURCES
MEAN ESTIMATES 1978-1980[b]

	1978		1979		1980	
	No.	%	No.	%	No.	%
Native Population	68931	100.0	71644	100.0	74873	100.0
Age 18-64	39024	56.6	40121	56.0	41550	55.5
Men	20760	30.1	21278	29.7	22010	29.4
Women	18264	26.5	18843	26.3	19540	26.1
Age 16+	39911	57.9	42413	59.2	45298	60.5
Men	21193	30.7	21995	30.7	22986	30.7
Women	18718	27.2	20418	27.2	22312	27.2
Work Force 16+	19645	28.5	20418	28.5	21339	28.5
Men	11767	17.1	N/A	--	N/A	--
Women	7878	11.4	N/A	--	N/A	--

a. sex/age proportions derived from historical BIA data generally reflecting average annual 1.3% increase in age groups shown.
b. ±5% applied to numerical estimates N/A=not available

Compiled by: Human Environmental Resource Services, Inc.

Source: BIA, see Reference #3, AANHS, see Reference #4, and Reference #6, p. 135.

CHART 4

GENERAL POPULATION/ALASKA NATIVE POPULATION DISTRIBUTION 1978

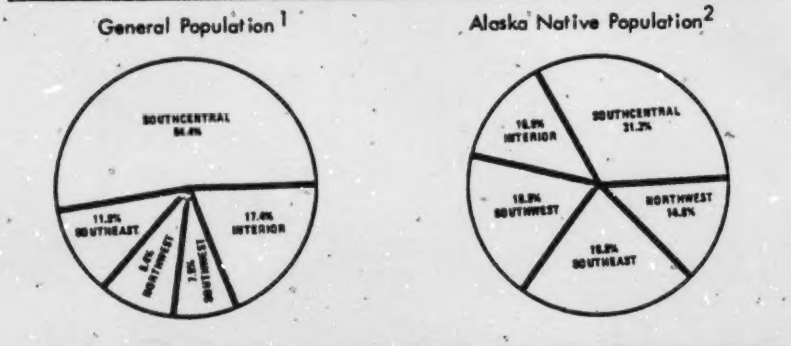


TABLE D

NATIVE POPULATION/WORKING AGE/WORK FORCE PROPORTIONS[a]
ESTIMATES 1975 and 1978

	1975		1978	
	No.	%	No.	%
Native Population	62726	100.0	72004	100.0
Age 16+	34377	54.8	41699	57.9
Men	18644	29.7	22150	30.8
Women	15733	25.1	19549	27.1
Age 18-64	30924	49.3	36938	51.3
Men	15744	25.1	18865	26.2
Women	15180	24.2	18073	25.1
Work Force Age 16+	15431	24.6	20521	28.5
Men	10475	16.7	12313	17.1
Women	4951	7.9	8208	11.4

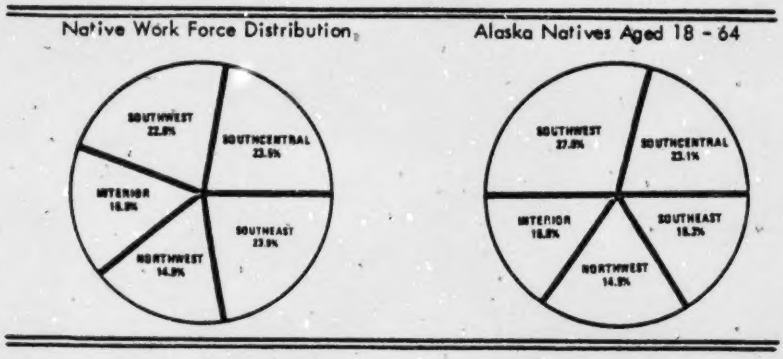
a. numerical estimates ± 5%.

Compiled by: Human Environmental Resource Services, Inc.

Source: Juneau Area BIA, see Reference #6, pp. 153 & 154.

CHART 5

ALASKA NATIVE WORK FORCE[1] AND AGE 18 THROUGH 64
NATIVE POPULATION[2] DISTRIBUTION BY BUREAU OF INDIAN AFFAIRS
ESTIMATE 1978



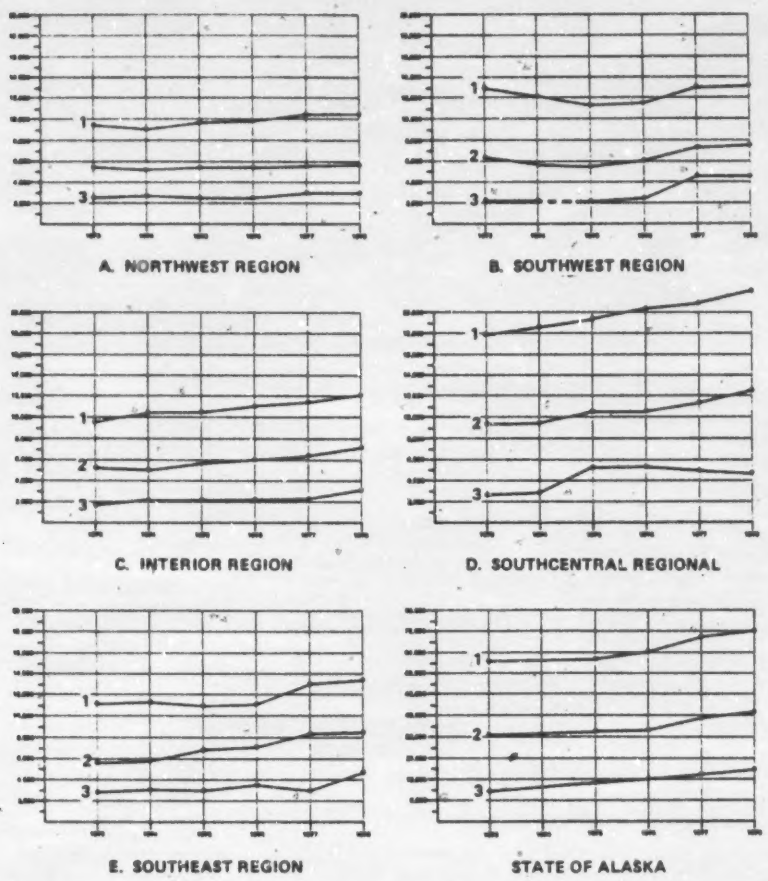
Three important considerations affecting analysis of Alaska Native manpower utilization are demonstrated by Chart 6. On a statewide basis, the Alaska Native population/work age and work force data graphically reflect an orderly growth with an incline in the working age (16+ years) and population after 1976 in keeping with the known age-group characteristics reported by the 1970 Census and other federal agencies designated as Alaska Native service agents. The Northwest and Interior Regions have maintained a profile in keeping with those described for the state as well as what might be expected

in light of known socio-economic conditions. Significant changes in direction, however, are found in the Southwest Region (Bethel focus), Southcentral Region (Anchorage focus), and the Southeast Region (Juneau focus). Until 1976 the Southwest region reflected a decline in population and working age residents. Since 1976 it is known that secondary and postsecondary education and local/regional employment opportunities have expanded significantly. It is generally recognized that since 1976 employment opportunities for Alaska Natives have expanded substantially, and that the Sealaska Native Region actively encourages and supports employment opportunities and Native economic development in the Southeast Region. The change in Native population and work force in the Southeast from 1975 forward may be due to Native response to changed conditions and a return to home region or continued residence in that section of the state, as well as responding to Native employment demand in the state capital.

The Southcentral Region Native population profile of recent years suggests that similar to non-Natives, Alaska Natives gravitate to the state's largest and most active labor market area. The Southcentral Native population of the past five years, however, appears to have expanded in the age 16+ and total number estimates, while the Native work force in that Region has decreased. Logical reasons for this change would include the expanded employment for Native workers in the Villages thereby diminishing a perceived necessity for Natives to seek work in the Anchorage labor market; and the wide variety of extensive offerings in education and welfare services serves to draw extended family members and youth to the Anchorage area with its convenient postsecondary institutions, training facilities, and health care.

CHART 6

ALASKA NATIVE POPULATION AND ALASKA NATIVE
WORK FORCE DISTRIBUTION BY GEOGRAPHIC REGIONS
ESTIMATES 1973-1978[a]



ALASKA NATIVES

1. REGIONAL POPULATION
2. AGE 16 - 64+ YEARS
3. WORK FORCE AGE 16 - 64+ YEARS

a) Reflects that Bethel Agency (BIA) did not report in 1974.

Compiled by: Human Environmental Resource Services, Inc.

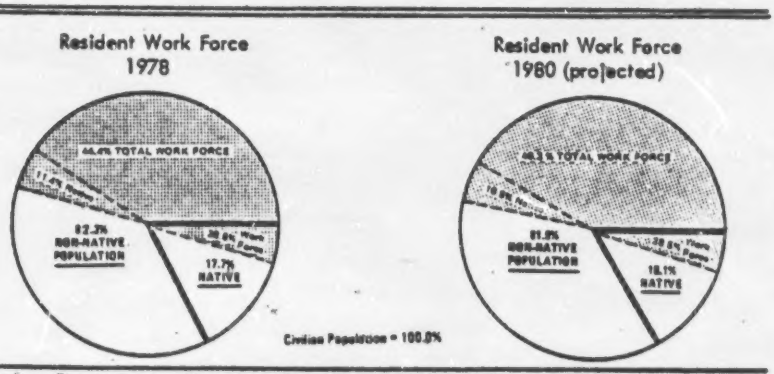
Source: U.S. Department of Interior, Bureau of Indian Affairs, Juneau Area Report of Labor Force: Spring Reports 1973-1978.

Anchorage is also the major white collar and blue collar labor market center in the state (with Juneau and Fairbanks following), but with the added population drawing factor of two major military bases affording substantial civilian employment. Anchorage additionally offers urban living conveniences, opportunities for entering or advancing careers to a greater extent than other Alaska cities, and tends to draw young nuclear Native and non-Native families alike.

Tables E through G progressively present estimates and proportions for the Alaska Native and non-Native population/work force component comparisons. These are further illustrated by the graphs on Charts 7 through 10. It should be noted that the proportions shown on Chart 8 are for the first calendar quarter of the years 1975 and 1978. These are used as illustration of the period of highest probability when a status-quo for minimum resident population/work force proportions can be estimated. Other quarters of the year, or an annual average, can be expected to produce a lower proportion of Native work force in comparison to the state work force.

CHART 7

CIVILIAN WORK FORCE/NATIVE WORK FORCE AND POPULATION ESTIMATES 1978 AND 1980[a]

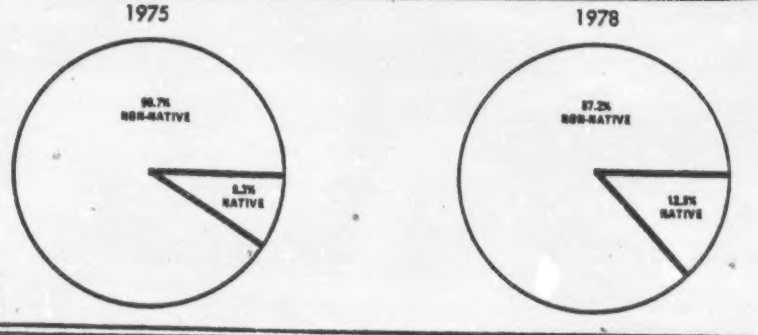


a) Does Not predict start of the Trans-Alaska gasline construction project.

Compiled by: Human Environmental Resource Services, Inc.

CHART 8

ALASKA WORK FORCE/NATIVE WORK FORCE PROPORTIONS 1975 AND 1978



Compiled by: Human Environmental Resource Services, Inc.

TABLE E

ALASKA/ALASKA NATIVE POPULATION/WORK FORCE COMPARISON MEAN ESTIMATES 1978-1980[a]

	1978		1979		1980	
	No.	%	No.	%	No.	%
Total Population	409900	100.0	420750	100.0	434500	100.0
Native Population	68931	16.8	71644	17.0	74873	17.2
Civilian Population	386900	100.0	397750	100.0	411500	100.0
Native Population	68931	17.8	71644	18.0	74873	18.2
Civilian Work Force[b]	172600	100.0	187400	100.0	203700	100.0
Native Work Force[c]	20521	11.9	N/A	--	N/A	--
Total Employment	161150	93.4	171200	91.4	183450	90.1
Native Employment	11289	6.5	N/A	--	N/A	--
Total Unemployment	15700	9.1	17900	9.6	19300	9.5
Native Unemployment	9232	5.3	N/A	--	N/A	--

a. numerical estimates subject to +5%.
b. comparable data available only from AIERS
c. BIA estimate N/A=not available

Compiled by: Human Environmental Resource Services, Inc.

Source: AIERS, see Reference #1, pp. 15 & 16, ADOL, see Reference #2, pp. 26 & 36, and BIA, see Reference #3.

TABLE F

ALASKA/ALASKA NATIVE WORK FORCE COMPARISON ESTIMATES 1978 and 1980[a]

	1978		1980	
	No.	%	No.	%
Civilian Population	386900	100.0	411500	100.0
Native Population	68931	17.8	74873	18.2
Civilian Work Force 16+	172600	44.6	203700	49.5
Native Work Force 16+	19645	5.1	21339	5.2
Civilian Work Force 16+	172600	100.0	203700	100.0
Women workers[b]	63171	36.6	N/A	--
Native women workers[c]	7878	4.6	N/A	--

a. numerical estimates subject to ±5%.
b. based on 1976 ADOL reported proportion.
c. based on 1978 BIA reported proportion. N/A=not available

Compiled by: Human Environmental Resource Services, Inc.

Source: See Tables A, B, and C, also References #1, 2, and 3.

TABLE G

CIVILIAN/ALASKA NATIVE POPULATION - MANPOWER/WORK FORCE
COMPARED ESTIMATES 1978-1980

	1978 No.	1978 %	1980 No.	1980 %
Civilian Population[a]	386900	100.0	411500	100.0
Work Force Age 16+	172600	44.6	203700	49.5
Alaska Native Population	68931	17.8	74873	18.2
Work Force Age 16+	20521	5.3	21339	5.2
Civilian Work Force Age 16+	172600	100.0	203700	100.0
Native Work Force Age 16+	20521	11.9	21339	10.5
Civilian Work Force Age 16+	172600	100.0	203700	100.0
Total women	63172	36.6	N/A	--
Native Women	7878	4.6	N/A	--

a. based on annual average estimates
b. based on 1976 ADOL proportion
c. based on 1978 BIA proportion

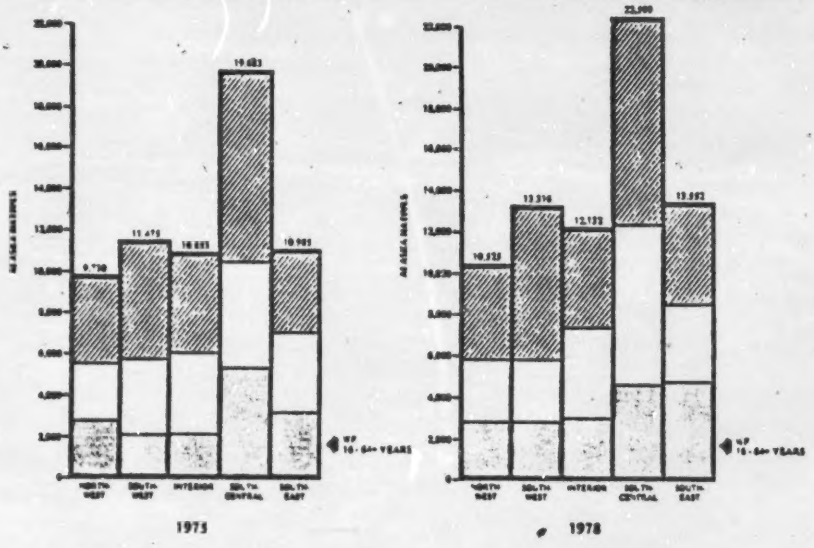
N/A=not available

Compiled by: Human Environmental Resource Services, Inc.

Source: ADOL, see References #2 and 7, BIA, see Reference #3, and Reference #6, p. 169.

CHART 9

ALASKA NATIVE POPULATION AND WORK FORCE
DISTRIBUTION BY GEOGRAPHIC REGION
SPRING 1975 and 1978

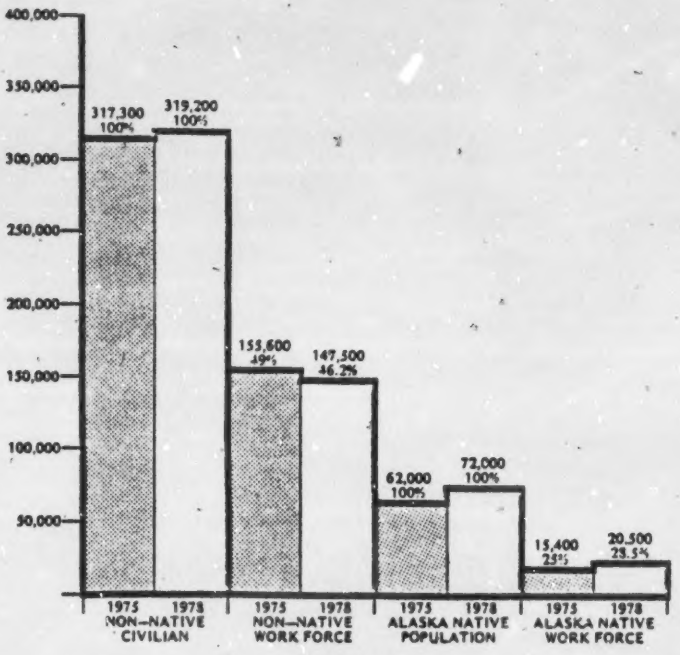

1975
1978
Bar = Alaska Native Population in Geographic Region
= Alaska Natives under Age 16 years
= Alaska Natives 16 – 64+ years not in Work Force
= Alaska Natives 16 – 64+ years in Work Force

Compiled by: Human Environmental Resource Services, Inc.

Source: U.S. Department of Interior, Bureau of Indian Affairs, Juneau Area Report of Labor Force: 1975 and 1978.

CHART 10

ALASKA NATIVE WORK FORCE/POPULATION[1]
CIVILIAN WORK FORCE/POPULATION[2] COMPARISON
SPRING 1975 and 1978



Compiled by: Human Environmental Resource Services, Inc.

Sources:
1. U.S. Department of Interior, Bureau of Indian Affairs, Juneau Area Report of Labor Force, 1975 and 1978.
2. Quarterly Report April 1978, AEIRS, Alaska Department of of Commerce and Economic Development, pp. 13-15 (see also Alaska Native Population and Manpower: 1975, p. 117 for 1975 data).

Table H presents the results of analysis and interpretation for the 1978 HERS, Inc. study that may be stated in terms of an equation whereby the percents given may be used as factors in estimating proportions of the Native population using numerical estimates for Native population or Native/non-Native population statistical statements or comparisons.

TABLE H

BASELINE PROPORTIONS - 1978

ALASKA NATIVE POPULATION	%	%	%
Total	100.0	100.0	100.0
Manpower Age 16+	63.3	38.9	24.4
Age 16+	57.9	30.8	27.1
Age 18-64	51.3	26.2	25.1
Manpower age 16+	100.0	53.1	46.9
Unavailable to Work Force	36.7	14.2	22.5
Not in Work Force	14.1	9.4	4.7
In Work Force	49.2	29.5	19.7

POPULATION/WORK FORCE	1978 %	1980 %
Civilian Population	100.0	100.0
Work Force	44.6	49.5
Native Workers	5.1	5.2
Alaska Native Population	17.8	18.2

Compiled by: Human Environmental Resource Services, Inc.

Source: Reference #6, p. 195.

The growth of the resident civilian and Native Alaska population components continues to average a substantial yearly expansion, but characteristic basic differences in these components directly affect manpower and work force utilization patterns associated with the two groups.

The Alaska non-Native civilian population remains young in comparison to the rest of the nation, and differs additionally by having a high proportion of individuals of prime working age for both sexes who are in the work force and are reported to have relatively less dependent adults and children per capita than is generally common in the U.S. Alaska Natives reflect an even lower median age than the non-Native population, but with a high proportion of young dependent children, and adults that are not available to the work force by actual or potential measurements.

Although both the general and the Alaska Native population have increased substantially as anticipated in 1970, the non-Native/civilian population proportions have remained relatively constant and are expected to remain so through 1980--approximately 82% : 18%, respectively.

The Alaska Native population exhibits age group characteristics similar to age distribution profiles associated with exploding populations in developing nations. The introduction of an expanding wedge of Native youth maturing to working and child producing ages was recognized by Alaska demographic specialists in the early 1970's. This situation evolved concurrently with changing political and economic circumstances favorably affecting Native capabilities and aspirations to participate more equitably in the Alaska work force. By 1975, the Alaska civilian/Alaska Native worker components of persons aged 16+ years reported in the state's work force as 90.7% non-Native: 9.3% Native. By 1978 the proportion had changed to 87.2% non-Native:12.8% Native. The latter is a useful comparison since it reflects a period when the working age population and the demand on the work force in Alaska is commonly at its lowest numerical point for any given year. These figures additionally reflect an immediate post-oil line construction decrease in the state work force of about 4000 civilian workers, but an increase in the Native worker component of approximately 5000 Native workers over a three-year period. These estimates are for persons employed or unemployed and seeking work.

Chart 9 illustrates the proportions of the Alaska work force for the first calendar quarters of 1975 and 1978. Tables F and G, however, in drawing upon combined data sources as cited are intended to illustrate a closer approximation of annual average.

Official estimates dealing with the Alaska Native population aged 16+ for the years 1975 and 1976 describe approximately 25% of the Natives aged 16+ as reported in the work force, while by 1978, 28% to 29% were so reported. Thus, 1.5% per year net increase based on natural factors in maturation for a large proportionate number of youth, and death or retirement for a small number of older workers becomes a reasonable and logically useful factor for estimating annual Native work force growth.

Both the general and Alaska Native work force portions of population have expanded as anticipated with the state work force estimated to be approximately 45% of the total population from 1978 to 1980. The Native work force, for the same period, holds approximately 28% of the Native population (both estimated on the basis of age 16+).

The 1975 estimate showing 28% of age 16+ Alaska Natives in the work force reflects about 73% of the total potentially available Alaska Native manpower. The 1978 estimate reflects a 78% inclusion of similarly potentially available age 16+ Alaska Natives. Considering the low population density and isolated communities characteristic to the Native population distribution and the demands required for rural community survival, it is doubtful if more than approximately 78% of the Native manpower age 16+ potentially available to the work force can be realistically included in the general work force enumeration regardless of seasonal or labor-intensive project employer recruitment practices.

The Alaska Native work force (aged 16+) represents about 5% of the state population during the oil line inflated population period

of 1975-76. The Native work force, however, represents slightly over 5% of the state population in the more "normal" year of 1978, although the state civilian population has expanded substantially during the same period. These figures are interpreted to suggest that given an annual minimum net increase of 1.5% in the Alaska Native work force due to attaining legal working age, completion of school, or acquisition of saleable skills, plus demonstrating that 28% of the Alaska Native population is identified as part of the total enumerated Alaska work force, the factors are, therefore, present to establish reasonable annual limits for proportioned and numerical increase that can be applied in estimating the Alaska Native work force on an annual basis through 1980.

The Alaska Native work force (specifically and as a component of the state work force) has expanded substantially since 1970. According to 1973 BIA estimates, about 19.4% of the age 16+ Native population was reported in the work force. By 1978, more than 28% were in the work force representing an increase of about 8,600 individuals in five years. Although accepted explanations for this increase are interdependent and complex, undoubtedly the strong impact of enforced change in Native education, training, employment opportunities locally and statewide due to socio-economic development, and the raised expectations of individuals and the Native population in general are all part of the fabric of pervasive change mechanisms in effect since the late 1960's. The most significant change in Native work force other than actual number is that the five-year participant increase since 1973 for male workers was only .4%, while for women the increase was a remarkable 3.5%. Of the 25% to 28% of

the Alaska Native population estimated to be in the work force during the years 1975-1978, the Native male participant rate has remained virtually constant at approximately 17% of the aged 16+ males. Female participation has increased during this period from 8% of the aged 16+ Native females to well over 11%.

Sufficient data are not available to draw a comparison between the age 16+ general population and the Alaska Native portion of population not available to the work force. Data are also similarly lacking for a comparison between the non-Native/Native 18 through 64 age groups. BIA data, however, do indicate that about 56% of the Native population is aged 16 and over, with about 50% being aged 18 through 64. Of these persons, about 21% are not available to the work force under any normal condition, with approximately two-thirds of those not available being women. On the basis of the data reported by the BIA over the past five years and known socio-economic Village survival characteristics, it is reasonable to expect these percentages to remain essentially the same through 1980.

Native utilization of manpower is recognized to be different from that of the surrounding dominant society. A substantial allocation of Native village manpower is demanded for subsistence, private family commercial fishing activities, and household and Village maintenance and survival labor requirements that are not normally reported as work force employment. Such labor is seasonal for some individuals and a year-round activity for others. Both types of manpower demand are believed significant factors in patterns of Native work force availability and utilization.

Regardless of fluctuations in the total/civilian Alaska population, or components of age group/sex/race ratios within the general population,

the Alaska Native population is subject to natural limitations that predetermine the Native population percentage or ratio outcomes for age group, sex, or size of Native work force, and extent of utilization of Native community manpower. These physical constraints on the size of the Alaska Native work force are further limited by circumstances associated with seasonal demands on Native manpower related to non-wage earning subsistence activities and labor needed for Village maintenance and survival. For the foreseeable future, around 20% to 22% of the age 16+ Native manpower cannot reasonably be viewed as real or potential participants in the state work force for reasons ranging from schooling and child care to food harvest, household, and community needs.

The cumulative effect of government, Native leadership, and private industry in a nearly 10-year effort to create, develop, and promote progressively productive and sustained participation of Alaska Native workers in the state labor force shows statistically that from 1975 to 1978, of the total Native persons aged 16+ estimated to be potentially available for employment by the BIA, a maximum of 27% (about 5800 individuals) are not included in state work force estimates during some part of each year's periodic reports. Included in this 27% are persons under age 18 and over 64; ages that are normally viewed as being outside the prime working age classification.

The type of data being analyzed and interpreted herein in order to describe Alaska Native work force and manpower utilization must take into account the regular and seasonal manpower demands made upon rural and urban resident Native workers in equal measure with the capacity for the Native population to produce given numbers of workers for given locations during various known annual peak labor demand periods.

Strong consideration must also be given to the capacity of the State and Native organizations to implement and sustain measures to progressively upgrade the scope and quality of occupational skills Native workers can provide to meet foreseeable demands to be made on the general Alaska labor force, and the Native work force in particular. The trans-Alaska oil line construction project experience suggests that a reasonable maximum estimate of approximately 1,500 to 2,000 persons in the Alaska Native work force (7% to 10%) can be expected to respond to intensive and extensive Native employee recruitment on behalf of a major labor-intensive project similar in manpower needs to that of the oil line construction project for a single quarterly recruitment target date. This supports an untested prior assumption that Alaska Native workers will respond in significant numbers to short job-term employment recruitment in keeping with individual needs for earned income and preference in type of income producing employment available.

Alaska employment growth rate per year forecast at status quo is predicted by ADOL to increase over 1977 figures as follows:

1978	+ 0.75%
1979	+ 4.60%
1980	+ 5.50%

A substantial but unknown portion of the Alaska Native work force is known to be regularly/periodically employed in occupations associated with the construction industry. Available data indicate that approximately 10% of the Alaska Native work force was employed in construction of the trans-Alaska oil line during a major portion of the full-scale construction period. It is therefore relevant to note implications that may be drawn from the numerical estimates of employment supplied

by ADOL, together with the proportion of work force to be engaged in construction related jobs and the effect this may have on the participation rate of Alaska Native workers in the full range of occupations available in the State.

Utilization of the Alaska labor force as forecast by ADOL:

Employment		Employment in Construction	Portion-Total
1978	165400	16600	10.0%
1979	173000	18300	10.6%
1980	182500	19200	10.5%

For practical purposes in gaining a more comprehensive understanding of contemporary patterns of Alaska/Alaska Native manpower and work force utilization, the numerical difference between ADOL and AIERS 1978 and 1980 estimates of employment are not particularly noteworthy. A major consideration, however, is found in both ADOL and AIERS forecasts that non-agricultural employment is shown to escalate between 1977 and 1980 without any singular large-scale labor-intensive heavy construction projects. Presuming the momentum of EEO employer affirmative action practices and Alaska Native Region internal demand for employment is maintained at levels demonstrated from 1974 through 1978, the issues and concerns related to development and utilization of Alaska Native manpower as described by interpretation of currently available pertinent data become demonstrably timely and significant. Forecast of employer demand for workers in Alaska becomes important when it is recognized that out-of-state workers can be expected to assure that the total demand for an Alaska work force will be met, but Alaska Native workers can participate in the work force only to the level actual extant numbers and community survival will allow.

The Alaska Native work force is subject to legitimate internal socio-economic and external public program policy pressures to meet the growing demand in qualified (or training) position openings related to local Native Region internal business and service employment. There can be no question that employment demand in both urban and rural areas for Alaska Native employees has expanded significantly since 1970. This is due in large measure to employment generated through compliance with legislation and government regulations, particularly those dealing with equal opportunity and attendant affirmative action plan goals.

The Alaska Native work force is distributed, in descending order, within four state defined geographic labor market regions:

South Central (Anchorage hub)	33.0%
Balance of State (no hub)	32.7%
Southeast (Juneau hub)	21.2%
Interior (Fairbanks hub)	13.1%

Regardless of terms used to describe the distribution of the Alaska Native work force, clear communication falters in the magnitude of the distances to be surmounted, the logistics of communication and transportation to be overcome, and the cost in terms of personnel and services needed to reach the chronically unemployed of any race who are seeking work in the rural Villages. The trans-Alaska oil line construction project appears to have demonstrated that Alaska Natives seeking to respond to employer recruitment tended to gravitate at least temporarily to the larger centers of rural and urban areas. Thus, places like Nome, Kotzebue, Barrow, Bethel, and Seward drew persons from the more isolated outlying communities where they could obtain employment assistance and were likely to have friends or relatives offering shelter. Factors of distance and problems in communication and transporation may have played an important part in limiting the

number of Southeast (Sealaska Region) Alaska Natives who were employed on the oil line construction project.

For purposes of this investigation, in the final analysis an interpretation of data from combined sources to develop means between the highest (BIA) and lowest (AANHS) Alaska Native population data sources for the 1978 through 1980 estimates is deemed the appropriate decision. These means are believed to be the most realistic statistic for practical purposes associated with describing proportions for Alaska Native manpower and work force utilization. In the same context, combined data for ADOC and ADOL are deemed equally appropriate for the use and application appearing herein and the results obtained from comparing the various means is believed to be an appropriate procedure to establish reasonable estimates for the Alaska population and work force and/or aspects of resident Alaska manpower utilization.

The 1978 HERS, Inc. study has served to verify conclusions reached and opinions expressed in the 1975 study on the same subject, with the single exception that the general population growth predicted by state sources in 1975 failed to materialize. Therefore, the opinion expressed in 1975 that the Alaska Native population would be significantly lower in proportion to the non-Native population by 1980 is no longer valid. New information generated by the state made available in the intervening years now indicates that the population ratio will remain essentially the same in toto, with the civilian population/Native population ratio possibly increasing by about 1% for the Alaska Native sub-population. This non-Native/Native civilian population ratio, however, can be expected to decline at least temporarily during the anticipated economic development expansion predicted by authorities

to occur about the time the trans-Alaska gas line project begins full-scale construction in the early 1980's.

It is considered that this Brief and the report from which it is derived provide a substantive foundation for establishing realistic proportions for the size and utilization of the Alaska Native work force. They serve equally to provide an acceptable means to establish workable parameters for estimating the number of Alaska Native workers available regularly or periodically to the Alaska work force.

Similarly, it seems timely and reasonable that conditions are now present to permit development of a reliable estimate of the demand being placed upon the Alaska Native work force by Native Region corporate business and internal affairs as projected through 1980. In keeping with the procedure required to obtain such an estimate, it also seems likely that valuable information can be reliably obtained regarding seasonal subsistence, commercial fishing, and private employer local demand placed on the Native work force that have a direct effect upon the number (or percent) of Native individuals who can be regarded as available regularly or seasonally to the general work force, whether reported as employed or unemployed. Once identified, Native workers can be estimated in terms of occupational classifications by Native Region location. Such identification would provide needed information regarding the number of Native workers who can be viewed as regularly, temporarily, or seasonally available to the work force in response to statewide employer demands, and those who are similarly available on a local community or Native Region only basis.

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EDUCATION

Ph.D. Foundations of Education: Anthropology, University of New Mexico, 1974
(Dissertation: Visual Perception and Recall of School-Age Navaho, Hopi, Jicarilla Apache, and Caucasian Children of the Southwest)
Postgraduate Vocational Counseling and Guidance Qualification, 1969
M.A. Adult Education: Human Relations, University of Alaska, 1969 (Thesis: Adult Basic Education Needs Assessment - Alaska 1968)
Member: Cross-Cultural Education Seminar, Hebrew Univeristy, Jerusalem, Israel, 1970
Legislative Appointee: Conference on the Future of Alaska, Brookings Institute, 1970
B.Ed. cum laude, Secondary Education (English: Behavioral Sciences), University of Alaska, 1968
A.A. Anchorage Community College, Alaska, 1966
Dipolma, Rogers High School, Spokane, Washington, 1944

HONORS

Professor, Lifetime Appointment, Sheldon Jackson College, Adjunct Faculty, Sitka, Alaska, 1975
Formal Induction, Tlingit Indian Tribe (H. Bremner Potlatch), 1975
Traditional Adoption, Kaweramiut Eskimo Band, 1970
Graduate Fellowship, Alaska Department of Education, 1968-1969

REPRESENTATIVE PROFESSIONAL ACTIVITIES

President and Director: Human Environmental Resource Services, Inc., 1968 -
Director: Special Historical and Cultural Inventory of Imuruk Basin and Adjacent Areas (Alaska), 1969 -
Manager: Alaska Legal Services Outreach Office, Nome, Alaska, 1968-69

FACULTY APPOINTMENTS

Sheldon Jackson College, Director: Cross-Cultural Teacher Training Program, 1974-75
University of Alaska-Fairbanks, Assistant Professor: Education 1974
Alaska Methodist University/University of Alaska Consortium-Anchorage, Instructor: History Department, 1970-73
University of Alaska, Senior Research Assistant: Institution of Social, Economic, and Government Research, 1969

CONSULTING CONTRACT SERVICES
(by appointment of request)

U.S. Senate Select Committee on Indian Affairs, 1977
Washington State University, Third-party Evaluator for U.S. Office of Education Project No. 498AH6004, 1977
American Indian Policy Review Commission of the U.S. Congress, 1976
National Indian Education Association/Western Interstate Commission for Higher Education/PRIME, 1977
State of Alaska Department of Health and Social Services, 1975
State of Alaska Department of Education 1970
Alaska Federation of Natives/Bureau of Indian Affairs, 1971
Alaska Department of Parks and Recreation, 1972
Arctic Native Brotherhood, 1970
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PUBLIC SERVICE
(representative/invitation)

Conference Participant/Speaker
National Indian Education Association 1973-1977
Pacific Northwest Personnel Management Association - Columbia Basin Chapter, 1977
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Technical Assistance (ad hoc service)
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TRAVEL

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